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State action is recommended in such areas as workmen's compensation laws, safety regulations, funds for education and health services, provision for adult education, elimination of residence requirements for State welfare programs, and employer education. Federal action is recommended to pass legislation to protect migrants from unscrupulous practices of labor contractors, to provide adequate Interstate Commerce Commission staff to enforce regulations, to review foreign labor import programs, to eliminate residence requirements for receipt of Federal funds, and to continue action to provide health services and adequate housing for migrants.

Lists of research projects and programs are included.

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Report to the PRESIDENT on DOMESTIC MIGRATORY FARM LABOR

U. S. DEPARTMENT OF HEALTH, EDUCATION AND WELFARE
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REPORT TO THE PRESIDENT
ON
DOMESTIC MIGRATORY FARM LABOR

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THE PRESIDENT'S COMMITTEE ON MIGRATORY LABOR

James P. Mitchell, *Secretary of Labor, Chairman*
Ezra Taft Benson, *Secretary of Agriculture*
Fred A. Seaton, *Secretary of Interior*
Arthur S. Flemming, *Secretary of Health, Education and Welfare*
Norman Mason, *Administrator of Housing and Home Finance Agency*

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U. S. Department of Labor,
Washington 25, D.C.

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THE WHITE HOUSE
WASHINGTON

DEAR MR. CHAIRMAN: I have received the second report of the President's Committee on Migratory Labor, and wish to extend to the Committee my thanks for its efforts.

The report outlines activities at both Federal and State levels in the coordination of existing services to migrants, and in the introduction of new measures. I am heartened by the willingness of the States to help meet these challenging problems, as indicated by the number of Governors' Committees on Migratory Labor that have been created since the establishment of the President's Committee on Migratory Labor.

I concur with the Committee's conclusion that a great deal remains to be done. The years ahead will be marked by increasingly greater mechanization in agriculture, and will be challenging years for all who are concerned with the problems faced by the Nation's migratory farm workers.

I am hopeful that continued concerted action will be undertaken by Federal, State and local agencies and private organizations in the interest of these working people.

Sincerely,

Dwight D. Eisenhower

DWIGHT D. EISENHOWER

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Washington, D.C.

DEAR MR. PRESIDENT: We are pleased to present to you the Second Report of the President's Committee on Domestic Migratory Farm Labor. The Report has the approval of all members of the Committee.

Respectfully,

Secretary of Labor, Chairman of the President's Committee on Migratory Labor.

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FOREWORD

Recognizing the problems faced by the Nation's migratory farm labor force, the President of the United States appointed a coordinating committee of Cabinet members on August 26, 1954, to help bring about remedial measures in the field of migratory farm labor. The first report of the President's Committee on Domestic Migratory Farm Labor was submitted to President Eisenhower in 1956.

The following report is a summary of the progress that has been made in the field of domestic migratory farm labor, both by the President's Committee and by its constituent agencies, during the past 4 years.

JAMES P. MITCHELL,
Chairman.

INTRODUCTION

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Most American workers enjoy standards of living, security and leisure never before reached by any nation in the history of the world. It is apparent, however, that there are some Americans who have not shared in our Nation's great prosperity, some who are not protected by the majority of our social legislation, and some whose living and working conditions are far below those of most American workers.

In this group are most of the Nation's migratory farm workers. Each year approximately 500,000 of these workers leave their homes and travel throughout the country to work on American farms. Very often their lives are characterized by lack of adequate employment, low wages, poor housing, lack of education, lack of health and welfare services, and in some cases, unsafe vehicles for transportation.

Although the problems facing migrants and their families are complex and require special attention, they cannot be separated, totally, from the problems that confront the Nation's agricultural industry in general. In your 1960 State of the Union message to Congress, you recognized these problems and warned that failure to face up to basic issues in agriculture, as well as in several other areas, "can cause serious strains on the firm freedom supports of our society." The same "scientific revolution" that has created problems for agricultural producers has also created problems for agricultural labor.

Who are the migrants? They are chiefly families from the South and Southwest—Negroes, Mexican-Americans, "Anglos," and American Indians—who follow the harvests for thousands of miles each year to avoid either unemployment or low wages at home. In addition, each year approximately 20,000 citizen workers are recruited from the Territory of Puerto Rico on a contract basis for seasonal farm jobs primarily in the middle Atlantic States.

The same scientific knowledge and technology that has helped the American agricultural industry become the greatest in the world has also caused displacement among sharecroppers, marginal farmers,

and hired hands, many of whom have entered the migrant stream. It has also made possible the cultivation of large acreages of land, the harvesting of which requires large numbers of workers for short periods of time. The migrants, unemployed or underemployed in their home communities, set out across the Nation to seek employment. By so doing, they help satisfy this labor demand.

For performing this vital job, the migrant earns an average of about $900 per year and lives a life that is characterized by "exclusion." In your State of the Union message, you mentioned that one of the disorders which continue to afflict our Nation is "the denial to some of our citizens of equal protection under the law." Migratory farm workers, most of whom are members of minority groups, are victims of this "denial."

For others have come minimum wages, workmen's compensation, unemployment insurance, the advantages of collective bargaining, not to mention various forms of Government aid to both industry and agriculture. The migrants, however, who are perhaps more in need of protective legislation than most other American workers are exceptions to the rule. Most Federal social and labor legislation contains specific exemptions for farm labor, and most State and county social, labor and welfare laws provide either that "nonresidents shall be ineligible," or like the Federal laws, exempt agricultural workers. In addition, reports indicate that the wages, working conditions, and employment opportunities of domestic farm workers are often adversely affected in some areas by federally arranged programs for the importation of seasonal foreign labor.

It is the children of migrants who are more drastically affected by this nomadic way of life. Not only do these children suffer from the disadvantages that handicap the whole migrant community—health hazards, inadequate food and housing, lack of stable family life, lack of opportunity to belong to and participate in community living which makes for responsible citizenship—but their whole future can be adversely affected by two additional aspects of the migrant situation: Because of the low earnings of their parents, migrant children are very often found working in the fields, sometimes illegally, in order that the family income may be sufficient to pay bills. Secondly, because of their constant mobility, migrant children are deprived of the opportunity to obtain the kind of an education which

would enable them to make their own lives an improvement over those of their parents.

During the past 4 years more public interest has been generated in the migratory labor situation than during any comparable period in history. Newspapers and magazines throughout the country have published feature stories on the migrants. Documentary programs on the migratory labor situation have been broadcast on many radio and television stations.

Attempts by State governments, some successful and some unsuccessful, to pass legislation which would assist agricultural workers have aroused public controversy and discussion. Actions taken by Federal agencies on behalf of migrants have been widely publicized. Religious, civic, and trade union groups have increased their activities in the field. Farm employer groups have recognized the problem and have made recommendations on various aspects of the situation.

A special subcommittee of the Senate Committee on Labor and Public Welfare has been established. Its immediate purpose is to look into five important phases of the migratory situation: Wages and hours, child labor, education, housing, and the regulation of crew leaders.

This nationwide interest has created an atmosphere more favorable than at any time in the past for the consideration of remedial measures, including actions by Federal and State governments. As a result, since 1954, several important advances have been made. Among them are the following:

Old-Age and Survivors and Disability Benefits of the Social Security Act have been extended to many short-term agricultural workers.

Amendments to the Interstate Commerce Commission Act have given the Commission authority to issue motor carrier safety regulations governing the interstate transportation of migratory farm workers in privately owned trucks and busses. Such regulations are now in effect.

Twenty-one States have established migratory labor committees, bringing the total number of States which now have such committees to 28.

Several additional States have adopted laws or regulations that apply to all labor camps or specifically to camps for migrant agri-

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cultural workers. Approximately half the States now have such laws or regulations.

Surveys have been made of migratory worker employment and earnings, patterns of migration, housing supply, the crew leader system, health service to migrants, and migrant worker disasters. Gathering of statistics on migratory worker employment has been improved and extended.

In addition, the President's Committee on Migratory Labor, through its constituent agencies and in cooperation with the States and with private religious and civic organizations, has continued to seek solutions to those problems which are of immediate concern to the migrant and his family.

PRESIDENT'S COMMITTEE AND AGENCY ACTIVITIES

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JOINT FEDERAL-STATE ACTION

Much of the responsibility for the well-being of migrants and their families rests with the States, communities, employers and the migrants themselves. Workmen's compensation, unemployment insurance, the provision of health, education and welfare services, and regulations for housing and transportation are, for example, primarily State responsibilities. One of the most important projects of the President's Committee on Migratory Labor is the promotion of joint Federal-State action through the establishment of State migratory labor committees.

At the time the President's Committee on Migratory Labor was established in 1954, only seven States had migratory labor committees. Today, through the efforts of the U.S. Department of Labor and the President's Committee, the total has reached 28. Of the 31 States which employ 4,000 or more domestic migrants at peak seasons of the year, 24 have organized migratory labor committees.

Active State migratory labor committees have proved to be the most effective means of examining migratory conditions within the respective States, and of suggesting remedial action in areas of State responsibility. In addition, they help strengthen programs falling within the responsibility of the Federal Government.

Historically, State labor and social legislation has been designed to improve the working conditions of employees in industry and trade. Agricultural workers have been exempt from most of this legislation. The Department of Labor has assisted States in efforts to remedy this situation, and the President's Committee has sponsored or participated in interstate conferences on migratory labor which have called attention to the problem. In addition, Labor Department officials, and members of the Secretariat and Working Group of the President's Committee have conferred with Governors and other State officials in efforts to improve this situation.

With the realization that Federal and State action requires the cooperation of communities to be most effective, member agencies of the President's Committee on Migratory Labor have extended their

advisory services to certain local areas of migrant concentration. Selection of the area for this service is made in consultation with the President's Committee and State committees on migratory labor. The service consists of (1) assistance in the establishment of local committees representing public agencies, voluntary organizations and employers; (2) analysis of local problems and in planning committee action to lessen these problems. Assistance by the President's Committee is based largely on the study of programs in areas where such action is already well developed.

Specific programs vary from one community to another but may consist of the following: Establishment and operation of day care centers; instruction for women in homemaking and related skills; youth programs; special classes for migrant children; and implementation of State policies regarding housing, school attendance, rehabilitation, health and welfare services. All these programs foster a better understanding and acceptance of the migrants by the community and a corresponding acceptance of responsibility on the part of the migrant.

Earning Opportunities Forum for Migrants: The President's Committee on Migratory Labor is sponsoring a special community approach to help migrants who want to settle and obtain year-round employment. This approach, termed Earning Opportunities Forum for Migrants, calls for coordinated action by local public agencies, voluntary organizations and employers in providing employment opportunities and the counseling and training necessary to qualify the migrant for placement in suitable employment.

Two home-base communities—Belle Glade, Fla. and San Antonio, Tex., have initiated this program on a demonstration basis, supported and assisted by State committees, the U.S. Department of Labor and the President's Committee on Migratory Labor. If this approach proves effective on a limited basis, it will be extended to other areas.

EMPLOYMENT AND INCOME

Programs relating to the employment and income of migratory farm workers are of primary interest to the President's Committee on Migratory Labor. During the past 4 years, several important steps have been taken to improve the employment and earnings opportunities of migrants and their families.

Annual Worker Plan: Large numbers of migratory farm workers drift aimlessly throughout the country looking for work. Too often, these workers, with no reliable plan in mind, will turn up in areas either too soon or too late to be employed at cultivating or harvesting operations. As a result, the economic condition of the workers, already depressed, becomes even worse. In order to combat conditions such as these the Department of Labor, in cooperation with farm employers and State departments of employment, has been operating for some years the "Annual Worker Plan."

By means of this plan, advance employment schedules are worked out for crews and family groups at the home base, thus assuring migrants who participate of relatively continuous employment, and assuring farm employers of an adequate labor supply when they are most in need of workers. An additional benefit of the Annual Worker Plan is that it facilitates advanced planning for health and other services to migrants while they are traveling in the various migratory streams.

Participation in the Annual Worker Plan has been increasing over the years. During 1960, for example, an estimated 200,000 workers will move by means of this program. In 1954, only 96,500 workers participated in the plan. The President's Committee on Migratory Labor favors the Annual Worker Plan and recommends its expansion as rapidly as possible.

National Registration of Crew Leaders: Each year thousands of migrants, most of them in family units, secure their jobs and travel under the crew-leader system. While the system contributes significantly to our present-day agricultural economy, studies of migrant problems have indicated numerous forms of abuse by crew leaders, such as misrepresentation of wages and working conditions, excessive charges for services and commissionary items, collecting a percentage of the employees' earnings from both the farmers and the worker for the same services, etc. Further, some crew leaders, as "employers" under the Social Security Act, have failed to report and pay social security taxes on the covered wages of their employees. Because crew leaders often have no fixed places of business or residence, it is extremely difficult to remedy this situation.

Eight States and Puerto Rico have recognized the need to deal with some of these problems and have laws or regulations affecting

crew leaders. However, the impracticality of attempting to control these abuses on an individual State-by-State basis gives rise to innumerable problems which emphasize the need for Federal legislation. The refusal by any of the eight States to license an irresponsible crew leader at the present time may merely divert him and his workers to another State.

Recognizing the seriousness of the situation, the Department of Labor with the support of the President's Committee on Migratory Labor, has drawn up a legislative proposal for the national registration of crew leaders, and the bill is now before the Congress.

The bill would require any person who, for a fee, engages in the recruitment, hiring, furnishing, or transporting of three or more migrant workers for interstate agricultural employment, to obtain a certificate of registration from the Secretary of Labor. No person could engage in such activity without a Federal certificate.

It is the Committee's belief that Federal registration will extend protection to the good crew leaders, help eliminate malpractices of others, and, in stimulating the development of a fuller sense of responsibility among all crew leaders, lead the way to improved employment and other conditions under the crew-leader system. Registration of crew leaders would also help health, welfare and other agencies identify those persons who have some responsibilities within the crew organization.

Interstate Recruitment Regulations: Noting that some growers were placing interstate job orders with the employment service that called for wages and working conditions below those existing in the various area of employment, the Department of Labor explored the possibilities of improving its regulations governing the interstate recruitment of farm workers.

After holding public hearings on the subject, the Secretary of Labor issued amendments to the existing regulations. The purpose of the amendments is to prevent the use of tax-supported facilities in undercutting wages, working conditions, housing, and transportation practices when farmers recruit from out-of-State sources. An additional purpose is to induce more extensive recruitment and use of local labor.

The amendments will be of concern mainly to large-scale farmers who employ the majority of migratory labor in the United States. They will require changes in recruitment practices only by those farm employers who fail to meet local employment standards.

Foreign Labor: Each year, approximately 455,000 foreign workers are brought into the United States to supplement the Nation's seasonal farm labor force. Most of these workers, about 438,000 in 1959, come from Mexico. They are imported into the United States under the provisions of Public Law 78. The law places the responsibility for administration of the program on the Secretary of Labor. Public Law 78 is implemented by an international agreement with the Republic of Mexico. Other foreign workers are imported from the British West Indies, Canada, Japan and the Philippine Islands. These latter workers, approximately 18,000 in all, are admitted into the United States under the provisions of the Immigration and Naturalization Act (Public Law 414), which permits the temporary admission of aliens for employment when United States workers are not available.

During the past 4 years, a good deal of consideration has been given to the effect the importation of foreign workers has had on the employment opportunities, wages and working conditions of domestic farm workers. A large and growing body of informed thought now alleges that the foreign worker programs do very serious damage to the economic position of United States farmworkers. Recognizing this, and cognizant of the measures which have been taken by the United States Department of Labor to prevent adverse effect, the President's Committee urges that continuing attention be given to this problem as long as foreign importation programs are in effect.

HOUSING

Migrants themselves consider bad housing and the inability to obtain adequate sanitary facilities as their most serious health menace. Surveys sponsored by the President's Committee on Migratory Labor, State agencies, church and other groups confirm this view.

Housing for migrants is improving. Much of the improvement is due to voluntary action by farm employers who realize that good housing is an important factor in attracting and holding capable workers. Increased action on the part of the States has also helped bring about improvements in the operation and maintenance of labor camps.

While it is true that much of the housing now available for migrants and their families does not meet the minimum standards of health

and decency, it is equally true that there has been more improvement in this field than in any other aspect of the migratory labor situation.

State Labor Camp Codes: In May 1956, the President's Committee on Migratory Labor issued a report entitled "Suggested Language for Regulations of Agricultural Labor Camps." Prior to the release of this report, only 16 States had laws or regulations which applied to farm labor camps. During the past 4 years, an additional six States have enacted codes which apply in whole or in part to the housing of migratory workers.

Housing Surveys: Recognizing the need for better knowledge of the adequacy of migratory labor housing as a basis for program and policy development, the President's Committee on Migratory Labor sponsored a demonstration survey, conducted by the U.S. Department of Labor and the Florida State Employment Service, with technical assistance from the U.S. Public Health Service and the local health department, to determine the quantity and quality of migratory worker housing in Dade County, Fla. Similar surveys have been conducted in Maricopa County, Ariz.; Pierce County, Wash.; and other counties. In some cases the surveys have been under the auspices of the employment service and in others under the auspices of the public health agency or under the joint sponsorship of both.

TRANSPORTATION

For years the Nation has been shocked by reports of accidents in which traveling migrants have lost their lives. Public concern reached its peak on June 6, 1957 when one of the worst such traffic accidents in the history of the Nation took place. In Fayetteville, N.C., a flatbed truck pulled into the path of a potato-laden tractor trailer. In the truck rode 41 Negro migrants enroute to pick beans. Fifteen were injured; 18 were killed, among them 13 men, 4 women, and a 6-month-old child.

Although the Interstate Commerce Commission had responsibility in other areas, including the interstate transportation of livestock, there were no Federal safety regulations for the transportation of migratory farm workers until 1957.

Recognizing the urgent need for action in this field, in 1956 the President's Committee on Migratory Labor developed suggested standards for regulations for the transportation of agricultural workers in

privately owned trucks and busses. Action by the States in regard to these suggested regulations was not impressive, but pursuant to authority under legislation proposed by the President's Committee and enacted by the Congress in 1956, the Interstate Commerce Commission issued safety regulations governing this type of interstate transportation of farm workers.

The Interstate Commerce Commission, in September 1959, amended these regulations to authorize its representatives to remove from service all trucks and busses found to be in poor condition. In October 1959, the United States Department of Labor entered into a cooperative agreement with the Interstate Commerce Commission whereby local employment service offices would render assistance to migrants who might become stranded as a result of the implementation of this regulation.

Enforcement of the regulations has been, and still is, a problem. The Commission is not staffed adequately to make as many inspections of trucks carrying migrant workers as is necessary to ensure compliance with the regulations. In view of this, the Interstate Commerce Commission has requested each of the State Governors to assist in the enforcement of some of the more important aspects of the regulations. One State, Colorado, has rendered outstanding service to the Interstate Commerce Commission in this regard. At the present time, the Commission is dependent upon the voluntary cooperation of State employment security agencies and private organizations for help in enforcing the regulations.

In the fall of 1958, through a cooperative arrangement between the Interstate Commerce Commission and the Department of Labor, special meetings were held in Texas and Florida to inform crew leaders of the new regulations. This was followed in the spring of 1959 by a series of crew vehicle inspections in both States, again under the sponsorship of the two Federal agencies. The crew vehicle inspections, however, were not well attended. Apparently, many crew leaders were fearful that their vehicles would not pass inspection, and that they would not have sufficient funds to make whatever repairs the Interstate Commerce Commission might require.

In the fall of 1959, before the homeward migration began, the Department of Labor publicized, through its nationwide system of local employment offices, the "out of service order" which had become effective after the migrants had left their home bases in the spring. Crew

leaders were informed that Interstate Commerce Commission representatives would spot check their vehicles at various places along the migratory route, and were urged to make certain that their vehicles were in good running order.

Although these activities will be increased in the future, proper enforcement of these regulations will not come about until the Interstate Commerce Commission is adequately staffed to meet its responsibilities. In the meantime, the President's Committee on Migratory Labor will continue to promote the adoption by the States of safety regulations for intrastate transportation of migrants.

Rest Stops: One of the regulations issued by the Interstate Commerce Commission provides that trucks carrying migrant workers must stop for 8 hours rest on or before completion of every 600 miles of continuous travel. Migrant workers, however, are neither able to afford existing motel facilities, nor, because of discriminatory practices in some areas, are they accepted by proprietors of private facilities.

In May 1958, the President's Committee on Migratory Labor assigned to the Department of Labor the responsibility for gathering information concerning the needs and locations for overnight rest camps, and on the basis of this information, for recommending appropriate action. As a result of this study, the Department of Labor has proposed draft legislation which would authorize the Secretary of Labor to establish facilities for the overnight accommodation of migratory farm workers moving interstate.

State Action: State action in the field of transportation regulations for migrants is developing slowly. Before the establishment of the President's Committee on Migratory Labor, five States had enacted safety regulations governing the transportation of migrants. Since that time, only two additional States have enacted transportation codes. In addition, two of the States which had regulations prior to 1954 have revised and strengthened their regulations in accordance with the suggested regulations issued by the President's Committee on Migratory Labor.

EDUCATION

In a 1958–59 survey made by the Labor Department, of approximately 1,700 migrant children under 16 years of age who were found

to be illegally employed during school hours and who furnished information on the last school grade attended, 66 percent were in grades below normal for their ages. A comparison of the attendance of these children by age indicates that educational attainment is proportionally lower as the age increases. Thus 87 percent of the migrant children 15 years of age were in grades below normal for their ages compared with 40 percent of the 8 year olds. This is perhaps the most distressing aspect of the migrant condition. Children who are unable to obtain a basic elementary education will probably never be able to rise above their present circumstances to enjoy a better life. In this manner many migrants are caught in a vicious cycle.

The only reliable way that migrant children can prepare themselves for better lives is by obtaining the education and training that will equip them to compete for better jobs. The nomadic life of the migrant child, however, makes it very difficult for him to obtain an adequate education. Very often local authorities are unaware of the presence of migrants in a community. Even when their presence is known, however, local schools often do not encourage migrant children to attend.

Some local school districts, already overcrowded and forced to operate on an inadequate budget, find it very difficult to absorb a large number of migrant children, especially when these children tend to be retarded as to school grade, or if they come from a culture that differs from the dominant culture of the community—sometimes even speaking a different language.

Added to this reluctance on the part of some school officials to educate migrant children is the reluctance of some migrant parents to send their children to school. Often of low educational attainment themselves and desperately needing the money the children earn, migrant parents, when compelled to send their children to school, frequently move on to another community where school authorities are more lax. The only way to handle this problem is to improve child labor and compulsory school laws and their administration in every State and local community, including the provision for adequate budgets, so that children will not be deprived of the protections offered by such laws merely by moving on.

This is the dark side of the picture. On the other hand, there is a definite trend, particularly since 1954, of increased and sustained

interest on the part of State departments of education, local school districts and communities, and private organizations to provide for the educational needs of migrants. For example:

1. *Definite legislative action for the education of migrant children has been enacted in six States—New Jersey, New York, Ohio, Oregon, Texas and Wisconsin. In five of these States, appropriations to implement these programs have been made. The Wisconsin program will not be implemented until 1961.*
2. *Five States—California, Colorado, New Mexico, Oregon and Pennsylvania have authorized local school districts to add to their regular budgets the cost of running special schools for migrants.*
3. *Eight or more States are encouraging local schools to persuade migrants to enroll in special sessions by allotting to these local school districts additional State funds based on the average daily attendance or enrollment of these children.*
4. *Summer schools for migrant children have been provided in several communities in eight States—California, Colorado, Michigan, New Jersey, New York, Ohio, Oregon and Pennsylvania.*
5. *Two States—North Carolina and Texas, employ additional teachers during the regular school session either for the entire term or during the peak season of domestic migrant employment in those special areas of the State.*

Summer Workshops on Migrant Education: Throughout the Nation, colleges and universities have cooperated with school systems and State departments of education in offering workshops for teachers who have migrant children in their classes. During the summer of 1959, for example, workshops were held at Adams State College, Alamosa, Colo. and Florida State College, Tallahassee, Fla.

In addition, grants in funds have been made by the Office of Education of the Department of Health, Education and Welfare to four States for research into the field of migrant education.

Child Labor: The Fair Labor Standards Act provides that children under 16 may not be employed for wages *during school hours.* Children under 16 may work in agriculture before and after school, on holidays and weekends, and during vacations, but not during the school hours for the school district where the child lives while he is employed.

The purpose of this provision of Federal law is to provide an opportunity for young people who work in agriculture to attend school. The protection this law affords migratory children can be destroyed if the local communities do not assume responsibility for educating the children of migratory workers who come into their areas to work.

The United States Department of Labor is exerting every effort to enforce the provisions of the Fair Labor Standards Act relating to child labor. The attainment of improved compliance with this Federal law and with similar State laws should be a continuing program of State migratory labor committees. The enactment of additional State child labor laws which apply to agriculture also should be of concern to State committees. At the present time, 14 States have child labor laws which apply to work in agriculture during school hours; eight of these laws apply outside school hours as well.

As long as the migrant child is on the move, his chances for obtaining an adequate education will never be good. Projects such as those described above, however, will help migrant children receive as much education as is possible while they are involved in the migratory labor system.

PUBLIC HEALTH

The Public Health Service and the Children's Bureau have consistently encouraged State and local public health agencies to extend health services to migrants on a continuing basis, whether at home or in work areas away from their homes. A number of State health departments have named specialists to assume responsibility for information and consultation on migrant health problems. In a few States and localities, public health nurses, sanitation workers, and health educators have been given special assignments to improve migrant health. In some cases these persons were added to the regular staff in order to meet peak seasonal needs.

The public health services most likely to be emphasized by State and local departments are those to control communicable disease, especially tuberculosis and venereal disease. In a few places, public health nurses visit migrant labor camps regularly. In some of these and other places sanitarians conduct migrant housing and sanitation

surveys and inspection programs, as well as provide assistance in the preparation or revision of housing and sanitation codes.

Many areas where migrants work have no organized public health services for either residents or migrants. Others are served by a district or county public health unit which has—quite logically—organized its services to meet the needs of permanent residents. Some local health departments, already overworked and operating on inadequate budgets, find it impossible to extend services to migrants—especially if they differ from residents in culture including even language—without serious disruption of the services for the permanent community.

At its annual conference in 1959, the Association of State and Territorial Health Officers, which includes the heads of the official State health agencies in each of the 54 States and Territories, recommended increased funds for migrant health activities of both the Public Health Service and the Children's Bureau, as well as an increase in Federal grant-in-aid funds to stimulate the development, improvement and expansion of services to meet the migratory labor problem.

Within the scope of existing funds, emphasis has been placed by the Public Health Service and the Children's Bureau on assistance to States and localities in adjusting services to the needs of migrants. With this in mind, the following activities, all of which have been endorsed by the President's Committee, have been emphasized:

1. *Greater extension of immunization programs to migrants.*
2. *Initiation of interstate projects to explore the problems of communities in providing health and rehabilitation services to migrants in both their home base and migratory areas.*
3. *Experimentation with the use of individual health record cards for migrants and their families.*
4. *Demonstration projects dealing with health services for migrant families.*

Financing Migrant Health Services: Under the auspices of the President's Committee, the Public Health Service assumed leadership in preparing a report of different methods of financing migrants' health services currently in use in various States and local communities. This report was released in 1959. The President's Committee is continuing to work with consultants from three major national insurance organizations toward developing a pilot program for year-

round family insurance coverage of migrant groups, with coverage as broad as possible.

This project was undertaken because of a recurring problem faced by public health and other local agencies, in the discovery of illness or disability with no available means of financing care. The situation has its genesis in the fact that many migrants fail to qualify as residents anywhere under existing residence laws although they belong to an income group that would qualify on the basis of *need*.

Until a basic solution is reached, the President's Committee hopes the material resulting from this project will stimulate the growth of protective health coverage for migrants.

PUBLIC WELFARE

While in general a network of public assistance programs covers the country, their benefits are not usually available to migratory workers and their families. The reason is that these programs are primarily intended for residents of the States and local communities, and although in some instances migrants are given emergency assistance and medical care, on the whole they are considered ineligible for public assistance. This places an extreme hardship on migrants, one of the lowest income groups in the United States.

Obstructive residence laws constitute one of the most formidable problems faced by the President's Committee and its constituent member departments. In all other areas there has been measurable progress, but little can be claimed in this.

As an expedient measure interstate compacts have been introduced, but progress in this direction has been slow. The plans still generally involve a State of basic residence, and all too often migrants are unable to establish residence anywhere under existing laws.

In October 1958, the Department of Health, Education and Welfare, at the request of the President's Committee, undertook a study of the problems created by State residence laws. When completed, it is hoped the study will lead the way to an effective solution to this problem.

In the meantime the President's Committee is cognizant of the recent recommendations of the Advisory Council on Public Assistance, two of which, if enacted into law and adopted by the States,

could materially resolve the difficulties described above. Excerpts from the specific recommendations are:

1. **Extension of Coverage of Financially Needy People**

   The Social Security Act should be amended to add a new provision for Federal grants-in-aid to States for the purpose of encouraging each State to furnish financial assistance and other services to financially needy persons regardless of the cause of need (including, for example, the unemployed, the underemployed, and the less seriously disabled. . . .)

2. **Residence Requirements**

   . . . Federal grants-in-aid should be available only for those public assistance programs imposing no residence requirements that debar any needy person in the State from help to which he would otherwise be entitled.

The complete report of the Advisory Council on Public Assistance was submitted to the Congress early in January 1960.

Day Care Services for Children of Migrants: Due to the substandard living conditions of migrant families as well as the employment of both parents, the children of migrants especially need good day care services. The development of such services has been slow but in a few States, public and private agencies have combined efforts to bring to migrant children the facilities of a center which provides not only the physical needs but training as well. Members of the Working Group of the President's Committee are encouraging other States to emulate the States which have already developed programs.

Pennsylvania is an example of coordinated action in this field. The State Welfare Department pays for the cost of operating the centers and furnishes social workers who counsel with parents and certify the need of children for day care, as well as render case-work services to these children and their families. The Pennsylvania State University through its Education Department supervises the centers. Student teachers, placed in the centers for their field experience, are given academic credit for their services. Centers are served also by the Public Health Department. The university and the Department of Public Welfare offer an orientation course to the members of the professional team—the student teacher, social worker and public health nurse.

Federal child welfare service funds available to States under title V part 3 of the Social Security Act, may be used by State Departments of Public Welfare to finance day care centers for migrant children. Regarding title V part 3 of the Social Security Act, the Advisory Council on Child Welfare Services (established under the 1958 amendmends to the Social Security Act) included the following among the recommendations contained in its report to Congress and to the Secretary of Health, Education and Welfare: (1) Broadening the definition of child welfare services; and (2) extension of these services to more adequately meet the needs of all children.

OLD-AGE AND SURVIVORS AND DISABILITY INSURANCE

Some agricultural workers have been covered under the Social Security Act since 1950. In the intervening years, amendments to the act have provided extended coverage to farm workers, making it possible for substantial numbers of migratory farm workers to secure Old-Age and Survivors and Disability Insurance protection.

While migratory farm workers must meet the same legal coverage requirements as other agricultural workers, the characteristics of these workers and their work relationships, particularly with crew-leader employers, make it necessary to design informational material and administrative procedures especially adaptable to their peculiar situations. The task of reaching and informing crew leaders and migratory workers about their rights and responsibilities under the social security program is a continuing one, involving the distribution of informational material and personal contacts with these individuals over a period of years.

Illustrated (cartoon) booklets, pamphlets in English and Spanish, a film strip, movie, and posters have been prepared by the Bureau of Old-Age and Survivors Insurance for use with these workers. All appropriate Federal agencies with field offices have cooperated in this educational program, along with many private groups. The Migrant Ministry of the National Council of Churches of Christ, the Catholic Bishops' Committee for the Spanish Speaking, and the National Council of Catholic Women have been of great assistance in arranging showings of the movie and distributing informational materials to migrants and their families.

Migrants are being encouraged to check on the amount of wages reported by their employers to the Bureau of Old-Age and Survivors Insurance. The feasibility of providing workers with record books in which to record their wages is being tested on an experimental basis, and if the results justify such a plan, the record book will be made available to all migrants.

REDUCING THE NEED FOR MIGRANCY

Migrant workers do not become poor because they work in agriculture; rather they become migrant because they have already become poor. It stands to reason, therefore, that the essential way to solve the migratory labor problem is to solve the social and economic problems which cause migrancy. Such an overall solution conceivably would involve many programs. For example:

1. **Rural Development,** *or industrial development in rural areas of substantial labor surplus.*
2. **Education and Training** *of migrants so that they may be better equipped to compete for permanent year-round employment.*
3. **Increasing Mechanization** *of harvesting operations to cut down on the need for short-term seasonal workers.*
4. **Diversification of Crops** *in areas now specializing in one or two crops requiring large amounts of seasonal labor. Crops should be planned, wherever possible, on the basis of the labor available locally to do the job, rather than on the basis of the interstate movement of domestic workers, or on programs created during a war-time emergency period, for the importation of foreign labor.*
5. **Movement of Migrants** *only on the basis of reliable job information.*
6. **Expansion of Local Farm Labor Recruitment** *including well supervised day haul and youth employment programs.*

These programs are directed toward the stabilization of migratory farm labor by: (1) Reducing the demand for migratory labor through mechanization, crop diversification, and expansion of local recruitment programs; and (2) reducing the need for workers to migrate by providing year-round employment for migrants either in or out of agriculture. Some of the programs, such as Rural Development and Crop Diversification, are outside the scope of the work of the

President's Committee on Migratory Labor, but because of their pertinence to the work of the Committee, they should be mentioned in this report.

RESEARCH

The structure of American agriculture is so varied, so complex, and so interrelated that an attempt to indicate its future course and its demands for migratory workers is a formidable and hazardous undertaking. Marked changes in agricultural production and in manpower needs and practices go hand in hand with improved technological and mechanized processes, and can have revolutionary effects upon all three areas.

Nevertheless, Federal and State departments concerned with agricultural labor, directly or indirectly, are in constant need of reliable information on which to base or guide present and future operations. The collection of this information is a continuing program of the various Federal and State departments.

The following are some of the more important research projects undertaken by both Federal and State agencies since 1956. They are indicative of governments' range of interest in the field of agricultural labor and are compatible with program objectives of the President's Committee on Migratory Labor. This is by no means a complete bibliography of such projects, but is a list of some studies which are of particular importance to all agencies concerned with migratory labor.

1. **Migratory Farm Workers in the Midcontinent Stream (1960).** *A socio-economic study of migrants home-based in south Texas* (*U.S. Department of Agriculture*).
2. **Migratory Farm Workers in New York State, Changes 1959 and Comparisons With 1953, 1957 and 1958.** (*U. S. Department of Agriculture*).
3. **Projected Estimate of Migratory Farm Labor Needs in Southwest Michigan (1957).** (*U.S. Department of Agriculture*).
4. **Area Variations in the Wages of Agricultural Labor in the United States.** *USDA Technical Bulletin, 1958* (*U.S. Department of Agriculture*).
5. **The Prior Farm Wage Work Experience of the 1958 Labor Force.** *Paper read before the American Sociological Society, 1959* (*U.S. Department of Agriculture*).

6. **An Analysis of the Experienced Hired Farm Working Force (1948–1957).** *USDA Bulletin #225, April 1960* (*U.S. Department of Agriculture*).
7. **The Hired Farm Working Force of 1956.** *USDA Agricultural Bulletin #87, April 1958* (*U.S. Department of Agriculture*).
8. **The Hired Farm Working Force of 1957.** *USDA Agricultural Bulletin #208* (*U.S. Department of Agriculture*).
9. **Study of Problems Involved in Applying a Federal Minimum Wage to Agriculture (1960).** (*U.S. Department of Labor.*)
10. **The Farm Labor Fact Book (1959).** (*U.S. Department of Labor*).
11. **Child Labor Today (1958).** (*U.S. Department of Labor, Wage-Hour and Public Contracts Divisions*).
12. **Unemployment Insurance Programs, and the Feasibility of Their Extension to Agricultural Workers.**[1] (*U.S. Department of Labor*).
13. **Housing for Florida's Migrants (1958).** (*U.S. Department of Labor, Bureau of Employment Security and the Florida Industrial Commission*).
14. **Estimated Peak Employment and Period of Employment of Migrant Agricultural Labor in Agricultural Activities (1956, 1957, 1958 & 1959).** (*U.S. Department of Labor, Bureau of Employment Security*).
15. **Agricutural Workers and Workmen's Compensation (1959).** (*U.S. Department of Labor, Bureau of Labor Standards*).
16. **Health Behavior of Migrants.**[1] (*U.S. Department of Health, Education and Welfare*).
17. **Texas Growers and Workers on the Farm, Lower Rio Grande Valley (1959).** (*Texas Employment Commission*).
18. **Migratory Labor in Wisconsin Agriculture (1959).** (*Wisconsin State Employment Service*).
19. **The Immokalee Story (1958).** (*Florida State Board of Health*).
20. **They Follow the Sun (1958).** (*Florida State Board of Health*).
21. **Maricopa County Migratory Farm Labor Housing Study (1958).** (*Arizona State Employment Service*).

[1] Not as yet completed.

22. **Effect of Mechanization on Employment of Migratory Labor in Agriculture and Food Processing (1959).** (*Delaware State Employment Service*).
23. **Migratory Labor in Oregon (1958).** (*Oregon Legislative Interim Committee on Migratory Labor*).
24. **Study of Seasonal Workers' Children in Oregon Schools (1959).** (*Oregon State Department of Education in Coordination with the Oregon Governor's Inter-Agency Committee on Migratory Labor*).
25. **Social Profile of the Spanish Speaking Migratory Farm Laborer (1958).** (*Oregon Legislative Interim Committee on Migratory Labor—Report #2*).
26. **Survey of Oregon Agriculture (1958).** (*Oregon State Employment Service*).
27. **Progress in Meeting Problems of Migratory Labor in Maryland (1960).** (*Report of Maryland's Governor's Committee on Migratory Labor*).
28. **Domestic Agricultural Migrants in the United States** (*Map; county-by-county estimates during the 1959 crop season.*) (*1960*). (*U.S. Department of Health, Education and Welfare, Public Health Service and Children's Bureau. U.S. Department of Labor, Bureau of Employment Security*).
29. **Educational Problems of Migrant Children (1959).** (*U.S. Department of Health, Education and Welfare; Office of Education Cooperative Research Project No. 042 with Western Michigan College*).
30. **The Improvement of School Organization and Administration to Meet the Needs of Children of Migrant Farm Workers (1957–60).** (*U.S. Department of Health, Education and Welfare; Office of Education Cooperative Research Project No. 307 with the Colorado State Department of Education*).
31. **Late School Entrance and Children's Adjustment. Social Acceptance and Children's School Achievement (1960).** (*U.S. Department of Health, Education and Welfare; Office of Education Cooperative Research Projects Nos. 457 and 510 with Florida State University*).
32. **Agricuitural Workers in Southern Illinois (1960).** (*U.S. Department of Health, Education and Welfare; Office of Education Cooperative Research Project No. 401 with University of Southern Illinois*).

PROGRAMS IN DEVELOPMENT

The following programs sponsored by the President's Committee on Migratory Labor are presently being developed:

1. Housing for Migrant Farm Workers: *A guide for local leaders in studying situations and planning ways to meet needs.*
2. Development of Proposals to Overcome the Effects of Restrictive Residence Laws.
3. Report on Current Projects and Trends in Programs for Agricultural Migrants.
4. Employment Opportunities for Migrants: *A program for helping reduce the need to migrate.*
5. Procedures for Meeting the Disaster and Emergency Needs of Migrants.
6. Guide to the Responsibilities of Workers Living in Camps.
7. Programs for Financing the Health Services of Migrants.
8. Problems of Family Migration; Proposals for Their Solution.
9. Advances in Agricultural Mechanization and Their Effect on Farm Labor.
10. Future Goals for Vocational Education with Regard to Migratory Farm Labor.

CONCLUSIONS
AND
RECOMMENDATIONS

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CONCLUSIONS AND RECOMMENDATIONS

The President's Committee on Migratory Labor has two main objectives: (1) Bringing about improved conditions for migratory workers needed under the existing patterns of agricultural production; and (2) reducing the need for workers to migrate by stabilizing agricultural employment.

Most Committee efforts thus far have been directed toward the resolving of contemporary problems. Decent camp housing, safe transportation, adequate education and health services, extension of labor laws to agricultural workers, and greater employment opportunities are matters of immediate concern to the migrant and those interested in his welfare.

The President's Committee on Migratory Labor believes that over the Nation modest progress has been made toward reaching the first objective. The Committee is cognizant of the many problems involved, and of the interlocking interests and responsibilities at all levels of Government and industry. The process of bringing to fruition needed legislative and other measures is time consuming and challenging to both Federal and State authorities.

Nevertheless, there has been progress. Five years ago, migratory agricultural workers were not covered by Old-Age and Survivors and Disability Insurance. Today they are. Two years ago there were no regulations governing the interstate transportation of migratory workers. Today, such regulations exist. Twenty-one States have formed migratory labor committees since the establishment of the President's Committee on Migratory Labor. There has been improvement in the housing for migrants, and programs such as the Annual Worker Plan have helped provide more continuous employment for migrants.

Much remains to be accomplished, however, before the job is completed. Outlined below are various areas which lend themselves most appropriately to State action, and to which the attention of State authorities is sincerely invited. Areas of Federal responsibility are

similarly outlined for emphasis and for future action by the President's Committee and related Federal Departments.

State Responsibility: The President's Committee on Migratory Labor recommends action by the States in the following areas:

1. *Extension of State workmen's compensation laws to agricultural workers.*
2. *Creation of State safety regulations for the transportation of agricultural workers.*
3. *Extension of State child labor legislation to hired agricultural workers.*
4. *Adoption and enforcement of housing regulations which apply to seasonal farm labor housing in those States that do not already have such regulations.*
5. *Reimbursement to local school boards for education of migrant children.*
6. *Reimbursement of funds to local health agencies to assist them in extending public health services to migrant workers and their families.*
7. *Provision for adult education classes for migrants, including vocational education.*
8. *Extension of child welfare services, including day care facilities, to migrant children.*
9. *Elimination of residence requirements in all State health, education, rehabilitation and welfare programs.*
10. *Employer education on worker training, employer-employee relationships and community relations.*

NOTE.—*As has been mentioned in this Report, Federal-State studies on the possible extension of unemployment insurance to agriculture are now in progress. Recommendations in this field will be based on the results of these studies.*

Federal Responsibilities: The President's Committee on Migratory Labor recommends action by the Federal Government in the following areas:

1. *The passage of crew leader registration legislation to protect migrants from the unscrupulous practices of some crew leaders and labor contractors.*

2. *Adequate staffing of the Interstate Commerce Commission to insure proper enforcement of the regulations governing the interstate transportation of migratory workers in privately owned trucks and busses.*
3. *More positive leadership and guidance of State extension programs for education and service to migrants.*
4. *Continuing review of all foreign labor import programs to make certain that the importation of foreign workers does not have an adverse effect on the employment opportunities, wages and working conditions of domestic farm workers.*
5. *Elimination of residence requirements as a condition for receipt of Federal funds.*
6. *Continued and strengthened emphasis and encouragement of action to assure the provision of needed health services to migrant families and adequate housing whether that housing is in camps, isolated units or farms, or fringe areas of towns.*

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